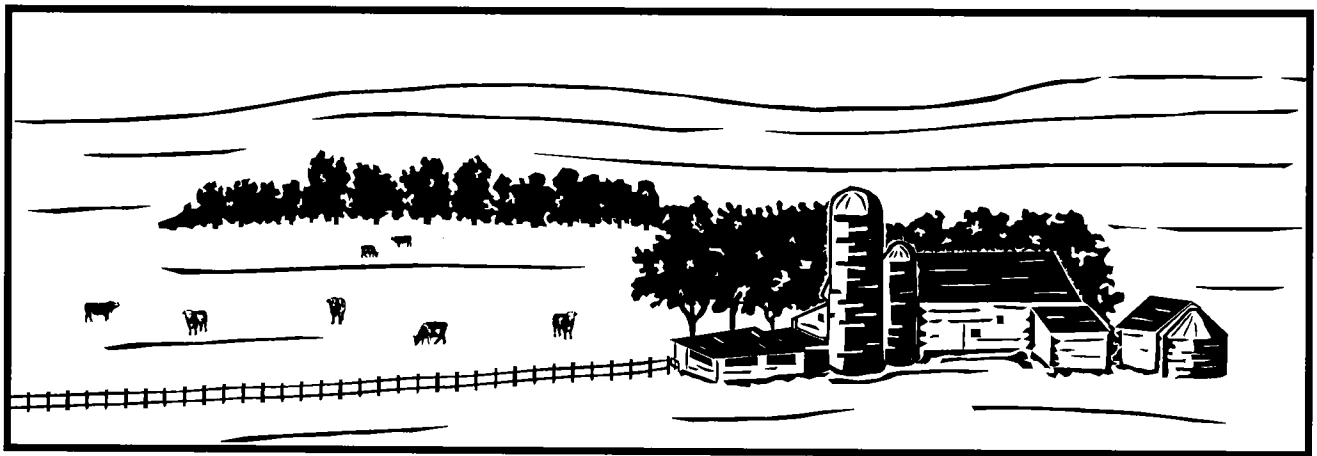


The California Land Conservation (Williamson) Act



1993 to 1995 Status Report

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State of California

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The Resources Agency

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New Legislation

Major legislative changes have occurred infrequently during the history of the Williamson Act Program. Most of the important questions associated with program implementation were addressed rather early on. While the period since the 1991-93 status report has not been entirely uneventful in terms of legislative actions related to the Williamson Act, the effects of these actions have been primarily for the purpose of clarifying or making technical changes to existing law.

Legislation Affecting the Williamson Act

Senate Bill 1534

Senate Bill 1534 (Statutes of 1994, Chapter 1158) made four substantive changes to government code provisions regarding the public acquisition of lands within agricultural preserves and enrolled under Williamson Act contract.

First, the changes clarify that contract termination through public acquisition is appropriate only for land intended for publicly owned facilities and interests.

Second, findings are required to document that (a) the acquisition of agricultural preserve lands for public improvements--especially contracted and prime agricultural lands--comes only after nonpreserve lands have been determined to be unavailable or unsuitable for the use, and (b) the acquisition is not based on the cost of the land alone.

Third, the changes require Williamson Act lands acquired by public entities to be re-enrolled under contract before they may be returned to private ownership. Finally, changes provide for additional notice to the director of the Department of Conservation when uses or ownership of acquired lands change.

Assembly Bill 2663

Assembly Bill 2663 (Statutes of 1994, Chapter 1251) clarified government code provisions relative to compatible uses allowed on lands within agricultural preserves and enrolled under Williamson Act contract. The primary purpose of the legislation was to add language to the Williamson Act clearly delineating principles of compatibility. Language was also added to define requirements for issuing conditional use permits and to provide specific exceptions to the principles for nonprime land. The additional language provides for the "grandfathering" of uses already in place, in the application approval process, or explicitly set forth in Williamson Act contracts prior to June 4, 1994. The new legislation also added language to address the issue of mining activities on Williamson Act lands.

In addition, language was added by AB 2663 to the Open Space Subvention Act which allows the state to withhold any unpaid contract cancellation fees from subvention payment entitlements. The amendment allows the state to withhold subvention payments for an amount equal to the cancellation fees not received by the State Controller's Office within 30 days of the execution of a certificate of cancellation of a contract plus interest.

Legislation Related to Land Conservation

Senate Bill 275

Senate Bill 275 (Statutes of 1995, Chapter 931) created the Agricultural Land Stewardship Program (ALSP) Fund, to be administered by the Department of Conservation. The bill itself does not provide state funding for the program, but allows gifts, donations, grants, proceeds from the sale of general obligation bonds, federal funds, or other sources to be received and deposited into the ALSP Fund.

The program will become active when the fund contains at least \$1 million. With funding in place, the ALSP will support the purchase of agricultural conservation easements, and may also be used for land improvement and planning grants, technical assistance, and technology transfer activities provided by the Department of Conservation, as well as costs of program administration. Not less than 90 percent of funds available for grants will be expended for the acquisition of interests in land, and not more than 10 percent of funds may be used for land improvement and related purposes.

Potential sources of funding for the ALSP may be provided by two other pieces of legislation. Senate Bill 1280, if passed and signed into law, will allow tax credits for cash or interests in agricultural land donated to the state for the ALSP. House of Representatives (HR) Bill 2429, which was

pending at the time this report was written, would authorize federal grants to programs such as the ALSP.

In addition to these potential funding sources, the Governor's 1996-97 budget proposes to make \$1 million available for the ALSP.

Federal Agricultural Improvement and Reform Act of 1996

The Federal Agricultural Improvement and Reform Act (Farm Bill), which addresses an extensive range of national agricultural policies, was passed and signed into law in 1996.

Among the conservation provisions of the 1996 Farm Bill is the establishment of a national Farmland Protection Program (FPP). The FPP is a new incentive program designed to provide matching grants to help state farmland conservation programs purchase conservation easements. It is based on voluntary participation and applies to land for which a farmer wishes to preserve his or her land in agriculture in perpetuity.

Up to \$35 million in funding is authorized for the FPP, with the goal of protecting between 170,000 to 340,000 acres of agricultural land from conversion to non-agricultural uses over the next 3 years.

Inclusion of the FPP in the Farm Bill was secured, in part, through the efforts of Governor Wilson working in conjunction with the Department of Conservation. With the ALSP (see above) in place, California is in a position to receive funding from the FPP for the purchase of conservation easements on vital agricultural lands.

Recent Legal Decisions

Stanislaus Audubon Society, Inc. v. County of Stanislaus

In a negative declaration of environmental impacts, the county asserted that a proposed project would not contribute to the inducement of development on land near the project. This conclusion was reached, in part, based upon the fact that much of the area surrounding the project was enrolled under Williamson Act contract.

In reaching its result and sending the proposed project back for further review under CEQA provisions, the court declined to rule on whether the proposed project was incompatible with the Williamson Act. However, the decision stated that the fact the surrounding lands were enrolled under Williamson Act contract was inadequate to support the county's conclusion that the proposed project would not induce further development. (At page 157.) *Stanislaus Audubon Society, Inc. v. County of Stanislaus* (February 28, 1995) 33 Cal.App. 4th 144.

Carter v. City of Porterville

This case involved an inverse condemnation claim by owners of property downstream from a defectively designed reservoir. In determining the value of the plaintiff's property taken by the project, a dispute arose regarding whether the property was subject to a Williamson Act contract.

The Court ruled that a Williamson Act contract was indeed in effect on the property, notwithstanding a blanket protest that had been filed by the City of Porterville at the time the contract was executed. Blanket protests by cities attempt to raise a general objection against *any* contract executed within one mile of a city's boundaries, as opposed to protests against *specific* contracts.

The court interpreted the provisions of Assembly Bill 2764 which prospectively repealed provisions of the Williamson Act allowing the protest of contracts by cities, while requiring that protests filed before January 1, 1991 must identify particular parcels and contracts (see Government Code Section 51243.5). This decision means that blanket protests are invalid even if filed before the repeal of the contract protest provisions. (At page 1607.) *Carter v. City of Porterville* (August 19, 1993) 17 Cal.App. 4th 1588.

DeVita v. County of Napa

This case involved a challenge to an initiative passed in Napa County which requires amendments to the General Plan allowing development of agricultural lands to be submitted for approval to county voters. In upholding the initiative, the Supreme Court referred to provisions of the Williamson Act which indicate the state Legislature's recognition of the importance of preserving agricultural lands. (At page 791.) *DeVita v. County of Napa* (March 6, 1995) 9 Cal. 4th 763.

Administrative Activities

The Williamson Act is administered at the state level by the Department of Conservation. The Department is responsible for interpretation of the Act, implementation assistance, research of related issues, and preparing the status report. The Department also has responsibility through the Resources Agency for administration of the open space subvention application process.

Williamson Act Advisory Committee

Since June of 1995, the Department has provided technical and administrative support to the Williamson Act Advisory Committee (WAAC). The WAAC was initiated when the Governor directed the Secretaries of the Resources Agency and Department of Food and Agriculture to convene and co-chair an advisory body for the purpose of investigating Williamson Act

issues. Committee members were appointed by the co-chairs and now include 15 individuals who serve without compensation or reimbursement (Table 14).

The advisory committee outlined a list of major topics to be addressed during the course of its initial 18-month term. The topics were consolidated and arranged into two tiers, based upon priority (Table 15). Since its first meeting in June 1995, the WAAC has convened approximately every six weeks.

Co-Chairs:

Elin D. Miller, Director, Department of Conservation, on behalf of
Douglas P. Wheeler, Secretary, Resources Agency of California
Nita Vail, Director of Natural Resources & Environmental Planning, on behalf
of Ann Veneman, Secretary, California Department of Food and Agriculture

Members:

John Bauke, Resource Landowners Coalition
Gerald Benincasa, Agricultural Commissioner, Tuolumne County
Don Benninghoven, Executive Director, League of California Cities
Linda Falasco, Central Valley Rock, Sand & Gravel
Don Gordon, President, Agricultural Council of California
Charles Harness, Supervisor, Tulare County
Jasper Hempel, Western Growers Association
Linda Jenkins, California Farm Bureau Federation
Jerry Meral, Exec. Director, Cal. Planning and Conservation League
George Misner, Assessor, Kings County
Valerie Nera, Director, Natural Resources, Cal. Chamber of Commerce
Julie Spezia, Exec. Dir., Cal. Assn. of Resource Conservation Districts
Sybrand Vander Dussen, Vander Dussen Associates
Erik Vink, Field Director, American Farmland Trust
Marden Wilber, President, California Cattlemen's Association

Table 14. The Williamson Act Advisory Committee.

Tier One Issues:

1. *Divisions of contracted land;*
2. *Tax benefits of the program;*
3. *Adequacy of state implementation, including:*
 - a. *effectiveness of the Williamson Act and its implementation, including integration with zoning and general plans, and the need for additional statutes of limitations on local Williamson Act decisions; and,*
 - b. *exploration of conservation tools to complement the Williamson Act.*

Tier Two Issues:

1. *Contract cancellation valuations;*
2. *Eligibility of qualified land and uses for contract participation;*
3. *Local implementation of recent amendments to the Williamson Act;*
4. *Statutory changes to contracts in progress; and*
5. *Local control of tax base and land use.*

Table 15. Topics for Consideration by the Williamson Act Advisory Committee.

At the end of its first year of work, the committee will submit to the co-chairs its report to the Governor on its activities, findings, and recommendations for implementation of the Williamson Act. Based upon its progress in addressing each of the major issues, the final report will recommend whether the committee's work should continue beyond the initial term.

Information Systems Development

The tremendous amount of data associated with Williamson Act lands presents a challenging data management task. In the past, the Office of Land Conservation has relied on physical files and computer spreadsheets to tabulate and report this data. It has been recognized, however, that an automated information management system would greatly enhance accuracy, efficiency, and the delivery of services to local governments and other constituents.

The Office of Land Conservation initiated the development of such a system in 1995. Due to budget and staff limitations, this project will likely continue in its development stage for multiple years. Nonetheless, the system already performs many vital record-keeping and data processing operations.

As the data management system develops, new applications and benefits will undoubtedly emerge. In the future, for example, as networking and data transfer technologies become more widespread, it may be possible to automate the entire open space subvention application process.

When the system has moved out of its initial development stage, the Office of Land Conservation plans to produce maps of Williamson Act lands on a statewide basis using geographic information systems (GIS) technology. Many individuals and organizations have expressed frustration over the lack of accurate, high-quality maps of Williamson Act lands for the state. Such a map series would provide valuable planning

and research tools to government agencies, private organizations, and universities.

When these maps have been completed, participating local governments will no longer be required to submit a new jurisdiction-wide map of Williamson Act lands with each annual open space subvention application. Instead, local agencies will only be required to supply the Department of Conservation with information needed to make updates to the Department's automated maps.

Reference Manual

It has been a long-standing goal of the Office of Land Conservation to provide a comprehensive source of reference material on the Williamson Act. A brief instructional handbook was produced soon after the Williamson Act was passed. Besides being long out-of-print, however, this source does not reflect current practices.

The commitment of limited staff resources to more immediate priorities, such as the Williamson Act Advisory Committee, has delayed production of the reference manual. It is anticipated that 1996 will yield opportunities to make significant progress toward completion.

When completed, the manual will serve as both an introductory text on the Williamson Act and also as a definitive guide on program execution for decision makers, planners, assessors, and other local government professionals.

Research Projects

In the performance of its duties the Department of Conservation is empowered to "research, publish, and disseminate information regarding the policies, purposes,

procedures, administration, and implementation" of the Williamson Act (Government Code Section 51206).

Minimum Parcel Size Standards of the Williamson Act

As part of its development of a Land Evaluation and Site Assessment system, the Department conducted an evaluation of the minimum parcel size standards of the Williamson Act. Conducted for the Department by Nichols-Berman Environmental Planners, the study reviewed the merits of the minimum parcel size standards for ensuring that land protected is capable of sustaining agricultural uses. The study also examined practices of participating counties, as well as systems used in other states for implementing similar programs. Finally, the study outlined the pros and cons of alternatives to minimum parcel sizes and recommended optional approaches.

Urban Densities and Agricultural Land Preservation

Recent reports on California's rapid urban growth have renewed concerns over agricultural land conversion. In response, the Department commissioned an assessment of urban densities in the Central Valley, and opportunities for increased development efficiency. Dr. Alvin Sokolow led a group of other researchers at the University of California Cooperative Extension in preparing a draft report, *Municipal Density and Farmland Protection: An Exploratory Study of Central Valley Patterns*. The study is expected to be complete in 1996.

The study includes a comparison of densities in 16 Central Valley cities. The study also examines the planning policies of

these cities and opinions of city officials and land developers, for clues to account for the variability in densities. Based on collected data, the study will offer recommendations for protecting farmland by encouraging more efficient urban densities.

Local Williamson Act Procedures

As part of its support of the Williamson Act Advisory Committee, the Office of Land Conservation conducted a survey of Williamson Act implementation practices in 21 counties. Information from the survey helped to provide the committee with a context for its discussion of program performance.

The survey included a written questionnaire, followed by telephone interviews, and a review of local Williamson Act rules and contracts. The survey covered the following issues: (1) assignment of administration responsibilities among local agencies; (2) role of citizen agricultural advisory committees; (3) regulation of land entry to the Act; (4) compliance with the Act once land is under contract; (5) division of contracted land; and, (6) processing of contract terminations.

Land Evaluation and Site Assessment Model

Senate Bill 850 (Statutes of 1993, Chapter 812) directed the Department of Conservation to develop a California version of the United States Department of Agriculture's Land Evaluation and Site Assessment (LESA) model. The task was undertaken by the Office of Land

Conservation. With funding from the USDA, a version was completed early in 1996.

The LESA model is a way to formally evaluate the relative quality of specific lands for agricultural use. The purpose for the development of a California version of the LESA model is to provide a mechanism for determining the significance of project impacts to agricultural lands.

The LESA model generates a numeric score for any particular tract of land using a formula which relies on data related to specific characteristics of the tract. Scores range from 0 to 100, with higher scores indicating superior suitability for continuing and productive agricultural use.

The Resources Agency was directed by SB 850 to adopt the LESA model or similar methodology as part of the Guidelines to the California Environmental Quality Act (CEQA). Currently, CEQA Guidelines contain only one statement regarding the significance of a proposed project's impact on farmland: a project "... will normally have a significant effect on the environment if it will convert prime agricultural land to nonagricultural use or impair the productivity of prime agricultural land" (California Code of Regulations Section 15000 et. seq., Appendix G[y]). This relatively imprecise threshold usually leaves the issue of impacts on agricultural resources to subjective arguments.

Once adopted, the LESA model will offer an objective measure of the factors that determine the value of specific agricultural lands to the public. Over 200 states and local governments across the nation currently use LESA for planning, environmental impact assessment, and conservation policies.

Special Study

The following report is a product of research commissioned by the Department of Conservation through the University of California's Cooperative Extension. The principal author is Dr. Alvin D. Sokolow, a Public Policy Specialist with the Extension.

Farmland Policy and Programs: What Can California Learn from Other States?

California state and local governments by some standards are national leaders in the protection of farmland in the face of urban growth. In the Williamson Act we have one of the most refined tax preferential programs for agriculture. Our counties and cities, empowered by state legislation, have a large array of tools for checking urban development in relation to productive farmland--agricultural zoning, right to farm ordinances, residential density standards, infrastructure limitations, etc. On the long-range planning front, such processes as general plan updates and Local Agency Formation Commission (LAFCO) reviews of amended city spheres of influence are meant to provide deliberative, well-designed patterns of urban expansion.

Yet, given the immense population growth of California and steady loss of land to expanding cities and more remote homesites, the suggestion is that available policies and tools--or willingness to apply them in effective ways--are not equal to the task.

The Golden State is not unique in recognizing and responding to the issue of farmland conversion to urban uses. Other state governments and localities also have significant programs for protecting their

farmland acres. Can California learn from their experiences? What particular programs or program features offer useful lessons?

This paper is a brief review of selective farmland protection programs in other states. It was prepared by the Farmland Policy Project of UC Cooperative Extension for the Land Conservation Office of the California Department of Conservation. Much of the detailed description of individual state programs reported here is based on information provided by the Farmland Preservation Report, a monthly journal that tracks farmland policy developments nationwide.

Major Innovations Elsewhere

Most state governments require little of themselves or their local governments to protect farmland and, indeed, to manage growth generally. California has long been an exception, having in place since the 1960s a set of policies and programs for both purposes. There still are states where many rural jurisdictions lack zoning ordinances and where the preparation of general plans is an optional exercise for county and city governments.

In recent years, however, a number of other primarily eastern states have leapfrogged over California in this policy arena to establish and carry out innovative policies. Most of the innovations are in two

areas--the acquisition of conservation easements on farmland and the adoption of statewide planning and land use standards. Also described below, for purposes of comparing California's Williamson Act with similar programs elsewhere, are tax preferential policies for farmland.

Conservation Easements

The most striking recent development in state farmland policy is the creation and expansion of conservation easement programs operated by state and local governments. Last year California became the 15th state with such a policy on its books, with the passage of the Agricultural Land Stewardship Program (SB 275, Costa). This new legislation does not yet have a funding source. However, conservation easement programs for agricultural and open-space lands have been active in several California communities for a number of years, most of them operated by nonprofit land trusts.

As a form of compensation to landowners that does not change their basic ownership status, public agencies or nonprofit organizations acquire agricultural or conservation easements on individual farm or other parcels by purchasing or otherwise accepting their "development rights." Purchase amounts approximate the difference between the agricultural and higher development values of the land. In effect, landowners voluntarily sign away their development options and the land is retained indefinitely in farming or other forms of open space.

Maryland was the first state to establish in 1977 a conservation easement program for farmland. At least eight states currently have funded programs that have acquired easements on substantial amounts

of farmland. All are located in the northeastern sector of the nation in a belt that extends south from New England to Maryland. Within this region, state and state-local programs have acquired more than 300,000 acres of farmland and related open space easements in the last 18 years, at a cost in public funds of more than a half billion dollars. (This does not include the easements acquired by local governments and land trusts independently of state government actions.) Table 16 identifies five of the largest programs. Major features include:

- ◆ Funding sources that include statewide bond issues, real estate transfer taxes, cigarette taxes, and state general funds.
- ◆ State funds are allocated through local governments (counties, municipalities, towns) in most cases, with local matching dollars often provided.
- ◆ Farmland easements in some states are acquired as part of larger open-space programs that also cover habitat protection and historical preservation.
- ◆ A state government oversight role, carried out either by an administrative agency (agriculture or resources) or an independent board, with local government representation in some cases.
- ◆ To allocate funds, formulas establish the eligibility of applicant parcels and rank them, using such factors as (1) agricultural productivity, (2) soil quality, (3) cost of easement purchases, (4) relationship to local plans, (5) relative threat of conversion, and (6) local government match.

The programs appear to be popular with landowners. Reports from individual states indicate that more acres are submitted for easement purchase than can be accommodated within particular funding periods.

State, Year of Origin	Acres Under Easement	Funding Sources	Annual Funding (millions)	Local Involvement
Maryland, 1977	100,000+	real estate transfer tax, bonds, general fund	\$9.6 in fiscal year 1996	county administration
Pennsylvania, 1989	68,500	transfer tax, cigarette tax, bonds	\$22.0 in fiscal year 1995	counties appraise, municipalities match
Massachusetts, 1977	40,000	bonds, general fund	NA	cities and towns nominate parcels
New Jersey, 1981	28,000	bonds	NA	counties appraise, determine eligibility, match funds
Connecticut, 1978	24,800	bonds	\$5.0 in fiscal year 1995	none, although law provides for joint acquisitions

Table 16. Major Agricultural Easement Programs Funded by State Governments (Farmland Preservation Report, Buist 1995. Does not include independent local programs).

Local Government Programs

Either as part of state programs or independently, counties and other local governments in these and other states are heavily involved in acquiring and managing agricultural conservation easements. In most of the active state programs, local governments take on the major administrative tasks, taking applications from landowners, applying the allocation formulas, and arranging for land appraisals. Formula details are often a state-local issue, as local governments in some states compete with each for the available funds. Some county governments in Maryland and Pennsylvania employ full-time farmland preservation

administrators, suggesting the local significance of the easement programs.

The Farmland Preservation Report (September, 1995) identifies 10 counties that have farmland easements on 9,000 or more acres apiece. Suburban Montgomery County, Maryland leads the list with more than 43,000 acres in easements. All of the other counties on the list, but one, are in Maryland or Pennsylvania. The exception is California's Marin County, with two easement programs (Open Space District and the Marin Agricultural Land Trust) funded by a local property tax (pre Proposition 13) and other sources. Not yet included on this top national list but rapidly acquiring

easements is the Sonoma County Open Space District that was created in 1990 when voters approved a quarter-cent sales tax for this purpose. Local programs in other states are funded by property taxes, real estate transfer fees, and bond issues.

Transfer of Development Rights

Transfer of Development Rights (TDR) programs are a different technique for acquiring easements. Instead of the direct expenditure of public funds, local governments facilitate the transfer of development opportunities from farm or other resource parcels to be protected to parcels where development is desirable. In effect, the owner of a developable parcel purchases the development rights from the owner of a protected parcel, usually as a way of mitigating the impacts of the proposed project. Through their land use control, local governments facilitate the transfers by designating "sending" and "receiving" areas.

While still regarded as an experimental technique by some farmland protection advocates, TDRs are fast increasing in popularity. Functioning TDR programs with a record of completed transfers are found in Montgomery and Calvert counties in Maryland and Burlington County and the Pinelands resource region in New Jersey. Two agricultural easements were recently established in Yolo County as mitigation for a housing project in nearby Davis. Santa Barbara and San Luis Obispo counties are now organizing TDR programs.

Comprehensive State Planning

The second major innovation of recent years has been the adoption by a few state governments of comprehensive planning programs, in which local governments are

mandated or strongly urged to follow specific statewide standards for directing urban growth and protecting resource areas. Oregon (1973), Florida (1986), and New Jersey (1992) are the most prominent examples.

The centrality of farmland protection varies in these programs. It is one of the 19 goals of the Oregon plan, requiring counties to adopt exclusive farmland zones with residential limits. The New Jersey plan notes that more than half of the state's farm acres were converted to urban use in 1950-87 and includes farmland as one of five types of planning areas to be established statewide. The Florida Growth Management Law does not explicitly address farmland protection but presumably this is a secondary objective than can be inferred from the policies dealing with compact development.

All three plans emphasize compact urban development. The Florida and New Jersey plans, in addition, dwell on the advantages of reducing the public infrastructure costs of new development by avoiding urban sprawl. While state legislation and executive department actions determine the policy direction, the planning efforts depend entirely on their implementation by local governments, whether operating under mandates or looser standards.

Preferential Tax Programs

With its Williamson Act, California remains a national leader in a third policy area--preferential tax treatment of farmland or agricultural income. Every state has adopted this approach since Maryland created the first such program in 1956. In California and most other states tax relief is provided by reducing the property tax burden on enrolled farmland as an incentive for

landowners to retain their parcels in agriculture. Farmland is typically assessed according to its use value or agricultural income, less than the full market value required for other types of real estate.

Only 12 states, including California, actually impose enforceable restrictions on the development of farm parcels that enjoy the tax benefits. California's program is also more comprehensive than most other states in providing at least partial compensation to local governments for the property tax losses (four states).

Wisconsin's program is worthy of mention because of its reported effectiveness and its contrast with the Williamson Act. It is one of two states that provide the tax relief through state income tax credits for farmland owners, instead of through property tax reductions.

Paid for directly by the state treasury, this program thus avoids the complexity of a Williamson Act-type operation which requires administration by both local (property assessments, contract applications and performance, etc.) and state (oversight, subvention allocations, etc.) governments. By not working through the property tax, it also avoids revenue losses to local governments. Yet, indirectly, the Wisconsin program has stimulated many rural jurisdictions to adopt local farmland protection measures because owners can qualify for the income tax credits only if their parcels are located in townships or counties with exclusive agricultural zoning or pertinent land use plans.

The state income tax credits are determined by the inverse ratio of household income and property tax burden. In 1995, Wisconsin gave a total of \$31 million in tax credits to almost 24,000 farmland owners, for an average of \$1,300 per taxpayer.

How Useful to California?

It would not be easy to apply these innovations from other states to California's menu of farmland protection tools. There are major obstacles here to following the outside leads in both the conservation easement and statewide planning areas. The absence of readily available funding sources and the immense task of developing an effective program for our extensive farmland base are apparent in the case of easements. The reluctance of Californians to dilute local control over land use is a formidable barrier to the creation of statewide planning standards.

Yet, there are practical lessons for California in what others states have accomplished in both policy areas, suggesting a more detailed examination of their programs. The experiences of the eastern states in operating active easement programs offer some useful hints about how to allocate limited resources for farmland protection and about the interplay of state and local government roles. The lessons from the statewide planning programs not only concern the interconnection of state and local responsibilities, but also present some ideas about how changes in the development of urban areas can serve farmland protection goals.

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